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Message Text

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ACTION ACDA-19

INFO OCT-01 EUR-25 ISO-00 AEC-11 CIAE-00 H-03 INR-11 IO-14

L-03 NSAE-00 OIC-04 OMB-01 PA-04 PM-07 PRS-01 SAJ-01

SAM-01 SP-03 SS-20 USIA-15 TRSE-00 RSC-01 NSC-07 EB-11

DRC-01 /164 W
---------- 008374
R 081820Z AUG 74
FM USMISSION NATO
TO SECSTATE WASHDC 7090
SECDEF WASHDC
INFO AMEMBASSY BONN
AMEMBASSY LONDON
USDELMBFR VIENNA
RUDORR
/USNMR SHAPE
USCINCEUR

S E C R E T SECTION 1 OF 2 USNATO 4310

E.O. 11652: GDS
TAGS: PARM, NATO
SUBJECT: MBFR: WORKING GROUP PAPER ON IMPLICATIONS OF REVISED
ALLIED DATA: REVISIONS

REF: A. USNATO 4236
B. STATE 171655

BEGIN SUMMARY: THIS MESSAGE TRANSMITS REVISIONS TO SUBJECT PAPER (REF A), BASED ON COMMENTS AT AUGUST 6 MBFR WORKING GROUP MEETING, AS WELL AS A "FINDINGS" SECTION SUBSEQUENTLY DRAFTED BY MBFR STAFF GROUP. MISSION INTRODUCED THE CHANGES REQUESTED IN PARAS3-4, REFTEL B UPON RECEIPT, AND THEY APPEAR ON REVISED TEXT. OTHER REVISIONS DO NOT SPPEAR TO SIGNIFICANTLY CHANGE THE SUBSTANCE, EXCEPT THAT THE NEW "FINDINGS" SECTION NEEDS IMPROVEMENT.WG WILL CONDISER PAPER AGAIN ON AUGUST 14, WHEN CHAIRMAN(MINTER) HOPES FOR FINAL APPROVAL. ACTION REQUESTED: GUIDANCE REFERRED TO IN PARA 5, REF
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B, AS WELL AS QUIDANCE ON THE REVISIONS. END SUMMARY.

1. THE FOLLOWING REVISIONS IN SUBJECT PAPER REFER TO PARAS IN
REF A.

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2. PARA 6G. ADD NEW SUB-PARA: "ON THE BASIS OF RECIPROCITY SEEK AGREEMENT ON VERIFICATION MEASURES TO ENSURE THAT THE PROVISIONS OF AGREEMENTS ARE BEING CARRIED OUT, TO BUILD MUTUAL CONFIDENCE AND TO ENHANCE WARNING IN THE EVENT OF A PACT BUILDUP" (COMMENT: THIS COMES FROM PARA 32, C-M(73)83).

3. PARA 6H. ADD NEW SUB-PARA: "COLLATERAL MEASURES TO ENHANCE THE EFFECTIVENESS OF A REDUCTION AGREEMENT. THE BACKGROUND FOR CERTAIN POINTS MENTIONED ABOVE IS THAT THE PTOENTIAL THREAT TO THE ALLIANCE WILL REMAIN LITTLE CHANGED BY SOVIET WITHDRAWALS. THE WITHDRAWN FORCES COULD BE RE-INTRODUCED RAPIDLY AND THE THREAT WOULD BE REDUCED IN TIME RATHER THAN IN QUANTITY. EFFICIENT MOBILISATION SCHEMES MUST EXIST TO ENSURE A RAPID BUILD-UP OF NATO FORCES TO COMBAT STRENGTH AND READINESS". (COMMENT: THIS INCORPORATES ELEMENTS IN PARAS 9 B AND 12 OF REF A, WHICH ARE DROPPED.)

4. PARA 13 IS REVISED TO READ AS FOLLOWS (AND BECOMES NEW PARA 12 DUE TO DROPPING OF OLD PARA 12): "THE MBFR WORKING GROUP IS OF THE OPINION THAT THE PRESENT FORMULATION, AS AN ILLUSTRATIVE TARGET, OF A COMMON CEILING AT "ABOUT 700,000" AS ANNOUNCED IN VIENNA NEED NOT BE CHANGED. THIS ALLOWS FOR FLEXIBILITY, INEVITABLE IN ANY CASE IN THE COURSE OF THE NEGOTIATIONS, SUFFICIENT TO ABSORB A DEVIATION IN THE ORDER OF 12,000 MEN. MOREOVER, THE ACTUAL CEILING WILL ONLY BE ESTABLISHED AFTER AGRREEMENT IS REACHED AS TO THE PRECISE REDUCTIONS BY BOTH SIDES. HOWEVER, WERE IT PROPOSED THAT THERE BE A STRICT CEILING OF 700,000 MEN AND ASSUMING THE PRESENT NATO FIGURE OF 791,000 MEN HOLDS, THIS WOULD RESULT IN NATO REDUCTIONS OF 91,000 MEN OR ABOUT 11.5 PERCENT (77,000 MEN WERE ORIGINALLY ENVISAGED)."

5. PARA 14 IS REVISED TO READ AS FOLLOWS (AND BECOMES NEW PARA 13): "SHAPE HAS INTER ALIA STATED (SHAPE 1000.1/20-5-1/S110/73 PAR 7) THAT "A REDUCTION OF 10 PERCENT OF A NATION'S FORCES COULD BE ASSIMIL
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ATED PARTLY BY THIN-OUT AND CUTS IN LOGISTIC ELEMENTS TO ENSURE THE MINIMUM LOSS OF READY COMBAT CAPABILITY. A LARGER PERCENTAGE WOULD
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HAVE A PROGRESSIVELY ADVERSE EFFECT ON THE NUMBER OF COMBAT UNITS WHICH WOULD HAVE TO BE WITHDRAWN OR DISBANDED". THEREFORE IF NATO REDUCTIONS ARE INCREASED FROM 77,000 TO 91,000 MEN, THE RESULT COULD BE THAT NATO WOULD LOSE AN EXTRA 14,000 MEN FROM COMBAT UNITS, WHICH COULD REPRESENT THE MANPOWER EQUIVALENT OF TWO REINFORCED BRIGADES OR TWO-THIRDS OF A DIVISION." (COMMENT: THE END OF THIS REVISED PARAGRAPH COMES FROM THE END OF OLD PARA 13).

6. PARA 15 (WHICH BECOMES NEW PARA 14). PENULTIMATE SENTENCE: REPLACE "WITHIN THE FLEXIBLE STRATEGY"BY "WITHIN THE STRATEGY OF FLEXIBLE RESPONSE
ND DETERRENCE". DELETE FINAL SENTENCE, AND
REPLACE (PER U.S. REQUEST) BY "SUCH FURTHER REDUCTIONS CONSIDERED

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ALONE COULD ONLY DIMINISH NATO SECURITY."

7. PARA 16 (NEW PARA 15). PENULTIMATE SENTENCE: AFTER "THE WORKING GROUP BELIEVE" INSERT "THAT FROM THE MILITARY/TECHNICAL POINT OF VIEW." DELETE FINAL SENTENCE AND REPLACE (PER U.S. REQUEST) BY "A FULL EXAMINATION OF A REVISED CEILING MAY EVENTUALLY BE REQUIRED."

8. PARA 19(NEW PARA 18). THIRD SENTENCE: ADD THE PHRASE "PROVIDED NATO WILL REDUCE BY THE SAME PERCENTAGE." FOLLOWING THE FINAL SENTENCE ADD: "BECAUSE OF THE FACT THAT THERE IS NECESSARILY A MARGIN OF ERROR IN NATO'S ASSESSMENTS OF WP MANPOWER STRENGTHS, AND UNTIL THE WP DECLARES A FIGURE, THERE WILL CONTINUE TO BE UNCERTAINTY AS TO HOW MANY MEN THE WP WOULD HAVE TO REDUCE TO REACH ANY COMMON CEILING". (COMMENT: THIS SENTENCE WOULD FALL UNDER THE RESERVE OF PARA 5, REF B).

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ACTION ACDA-19

INFO OCT-01 EUR-25 ISO-00 AEC-11 CIAE-00 H-03 INR-11 IO-14

L-03 NSAE-00 OIC-04 OMB-01 PA-04 PM-07 PRS-01 SAJ-01

SAM-01 SP-03 SS-20 USIA-15 TRSE-00 RSC-01 NSC-07 EB-11

DRC-01 /164 W
---------- 008556
R 081820Z AUG 74
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INFO AMEMBASSY BONN
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9. ADD NEW "FINDINGS" SECTION AS FOLLOWS:

19. THE MBFR WORKING GROUP FIND THAT:
A. THE LEVEL OF ANY COMMON CEILING FOR GROUND FORCES SHOULD BE THE PRODUCT OF A REDUCTION IN OVERALL NATO GROUND FORCE MANPOWER NOT EXCEEDING 10 PERCENT, I.E. THE SCALE OF REDUC-TIONS CONSIDERED TO BE THE MAXIMUM CONSISTENT WITH MAINTAINING UNDIMINISHED SECURITY. THERE WILL INEVITABLY BE FLUCTUATIONS IN THE MANPOER ESTIMATES FOR NATO GROUND FORCES IN THE NGA IN THE NORMAL COURSE OF REFINEMENT OF FIGURES AND CERTAIN

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CHANGES IN NATIONAL MANNING FEATURES. FURTHER FLUCTUATIONS
IN THE FORCES TO BE ADDRESSED FOR REDUCTIONS WOULD DERIVE
FROM ADOPTION OF MEASURES TO REDUCE
ANOMALIES (SEE AGV(74)64). THE HYPOTHETICAL COMMON
CEILING TARGET SHOULD THEREFORE VARY AS THE PERCENTAGE
OF NATO REDUCTIONS IS APPLIED TO NEW ASSESSMENTS OF
GROUND FORCES TO BE ADDRESSED.

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B. INTRODUCTION OF THE REVISED NATO MANPOWER
ASSESSMENTS AS PRESENTED IN MID-1974 (AC/276-D(74)6)
WOULD POSTULATE A COMMON CEILING TARGET NOT BELOW
712,000. THE VARIATION (12,000) FROM THE EXISTING
DECLARED TARGET (ABOUT 700,000) WOULD FALL WITHIN
REASONABLE FLUCTUATIONS, INEVITABLE IN NEGOTIATIONS
ON THAT DECLARED FIGURE. THE PRESENT ANNOUNCED
FORMULATION OF THE COMMON CEILING AS AN ILLUSTRATIVE
TARGET AT "ABOUT 700,000" SHOULD THEREFORE, AT LEAST
FOR THE PRESENT, BE RETAINED.

C. UNTIL THE WP DECLARES A FIGURE FOR THEIR
GROUND FORCES THERE WILL CONTINUE TO BE UNCERTAINITY
AS TO HOW MANY MEN THE WP WOULD HAVE TO REDUCE TO REACH
ANY COMMON CEILING.

10. COMMENT: THE "FINDINGS" SECTION WAS DRAFTED BY MBFR
STAFF GROUP AFTER WG MEETING, APPARENTLY IN RESPONSE TO
OBSERVATION BY DUTCH REP THAT THE PAPER HAD NO FINDINGS
SECTION. SUB-PARAS A AND B OF THIS SECTION ARE NOT AS VALID
AS THE MAIN BODY OF THE TEXT RE "ABOUT 700,000". SUB-PARA C
MAY, HOWEVER, BE MORE ACCEPTABLE FACTUALLY THAN THE MATERIAL
UNDER THE RESERVE STATED IN PARA 5, REF B. THE US MAY WISH
TO PROPOSE RELATIVELY SIMPLE SUB-PARAS A AND B (WHICH PARALLEL
LANGUAGE IN MAIN BODY OF TEXT) ALONG FOLLOWING LINES:

"A. THE MBFR WG FULLY RECOGNIZE AND SUPPORT THE
PRINCIPLE THAT THE COMMON CEILING TO BE ADOPTED SHOULD NOT
INVOLVE A REDUCTION OF MORE THAN 10 PERCENT INNATO GROUND FORCES.

"B. THE WG, NOTING THAT THE PHRASE "ABOUT 700,000" IS
ISSUSTRATIVE ONLY, BELIEVES THERE IS NO NEED AT PRESENT TO
ADOPT OR GIVE TO THE OTHER SIDE A NEW FIGURE FOR THE COMMON
CEILING."

IF ANY DISPUTE DEVELOPS ABOUT THE "FINDINGS" SECTION, WE
WOULD PROPOSE ITS DELETION, SINCE THE MAIN BODY OF THE TEXT
IS SUFFICIELTLY BRIEF AND CONCISE NOT TO NEED SUCH A SECTION.
ACTION REQUESTED: GUIDANCE ON POINTS MENTIONED PARA 5,
REF B, AND ON ABOVE REVISIONS AND "FINDINGS."
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SECDEF INFO BONN
LONDON
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